



# **SOUTHEASTERN UTAH ASSOCIATION OF LOCAL GOVERNMENTS 2005-2009 CONSOLIDATED PLAN 2005 COMMUNITY DEVELOPMENT**

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## **EVALUATION OF ACCOMPLISHMENTS:**

The following section outlines the primary community development goals identified by the 1999-2004 Consolidated Plan, and accomplishments of the various entities throughout the district in meeting these goals.

### **1. Land Use and Community Planning**

- A. All cities in the southeast district, except Castle Valley Town, participated in the 21<sup>st</sup> Century Communities program.
- B. All four district counties participated in and adopted the district's pre-disaster mitigation plan
- C. Except Castle Valley Town, all district cities and all four counties have adopted an affordable housing plan.
- D. All counties have been participating in planning activities for such issues as RS2477 (roads), ACEC (Areas of Critical Environment Concern) studies, scenic river designation program, etc.

### **2. Water and Water Systems**

- A. Five communities and/or water special service districts constructed new or updated water lines, and/or water tanks or other storage devices
- B. Two secondary canal systems were completely piped and closed.
- C. Approximately 60% of the district communities instituted conservation programs along with reviewing and updating their water rate schedules.

### **3. Sewer and Storm Drainage**

A. Three communities have completed phases of ongoing projects to address the issue of waste and storm water runoff in various neighborhoods.

### **4. Highways and Streets:**

A. Besides ongoing street maintenance, all counties in the district have worked with the Utah Department of Transportation to accomplish major upgrades to the district's main highways. Widening and resurfacing projects have been accomplished on Hwy 6 east of Helper, a passing lane to handle truck traffic was constructed on the west bound side of Hwy 6 just after the East Carbon turn off. Passing lanes and major renovations were added to Hwy 191 in both Grand and San Juan Counties. Finally, passing lanes and major renovations were constructed on Hwy 10 from the Carbon/Emery county line south to Huntington City.

### **5. Community Centers**

- A. New food banks were built in Carbon and Grand Counties
- B. New senior centers were built in Emery County.
- C. Senior centers in Carbon County and Emery County were renovated
- C. A new facility was built to house an agency that provides services to the disabled.

### **6. Parks, Sidewalks, Curb & Gutter Projects**

- A. Fifteen communities engaged in ongoing sidewalk, curb and gutter projects, often in combination with storm drainage/water runoff projects and/or ADA work.
- B. Eight communities either built completely new parks, upgraded existing parks, or installed new playground equipment.

From 1999 through 2004 the following types of projects were completed with Community Development Block Grant funds.

<b>CDBG Funded Projects 1999 through 2003</b>				
	<b>Carbon</b>	<b>Emery</b>	<b>Grand</b>	<b>San Juan</b>
Water	1	1		1
ADA	5	1		
Public Safety		2		
Community Centers/Food Banks	2		3	
Sidewalk, Curb & Gutter	2	6		1
Parks & Playgrounds		3	3	2
Total CD Prjts	10	13	6	4

Table CP1

<b>CDBG Funds Allocated 1999-2004<sup>1</sup></b>				
	<b>Carbon</b>	<b>Emery</b>	<b>Grand</b>	<b>San Juan</b>
1999	\$11,971	\$102,900	\$57,620	
2000	\$43,673	\$80,464	\$60,000	\$70,000
2001 <sup>2</sup>	\$325,000	\$34,898	\$40,720	
2002	\$195,000	\$127,059	\$126,115	\$78,902
2003	\$131,747	\$26,150	\$35,000	\$45,000
Total	\$707,391	\$371,471	\$319,455	\$123,902

Table CP2

Although communities in the energy producing counties of the southeast district are eligible to apply for funding from Utah's Permanent Community Impact Fund (PCIB), as can be seen from the Tables CP 1 and 2, CDBG funding is critical in this district not only for the flexibility it gives communities to provide services directly to and for low-income residents, but also for the economic boost these funds provide to local economies.

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<sup>1</sup> These are just the funds allocated for community development projects. Other CDBG funds were awarded for economic and housing development activities in each county

<sup>2</sup> A \$350,000 district-wide set-aside was allocated to construct a regional food bank/warehouse in Carbon County to serve the needs of low income food pantry and weatherization clients in all four counties.

## **COMMUNITY DEVELOPMENT NEEDS ANALYSIS:**

Community development needs and priorities were determined by regular meetings between the SEUALG staff and elected officials and staff from the city and county planning departments, building inspectors, administrators, project managers and engineers.

Additional identification of issues and priorities was determined by coordination of district entities' general plans, capital improvement plans, housing plans, and land use plans. All of these documents are incorporated by reference into this Consolidated Plan.

### **Culinary and Secondary Water Issues:**

While the ongoing drought is the biggest issue right now for most communities, for many water districts and cities inadequate water treatment facilities and aging distribution lines are also a major concern. As can be seen from Table CP3 every county has numerous water projects on their capital improvement lists

Planned Water Projects 2005 to 2008				
	<b>Carbon</b>	<b>Emery</b>	<b>Grand</b>	<b>San Juan</b>
Construction	7	10	3	9
Planning/Engr	2	1	1	1

Table CP3

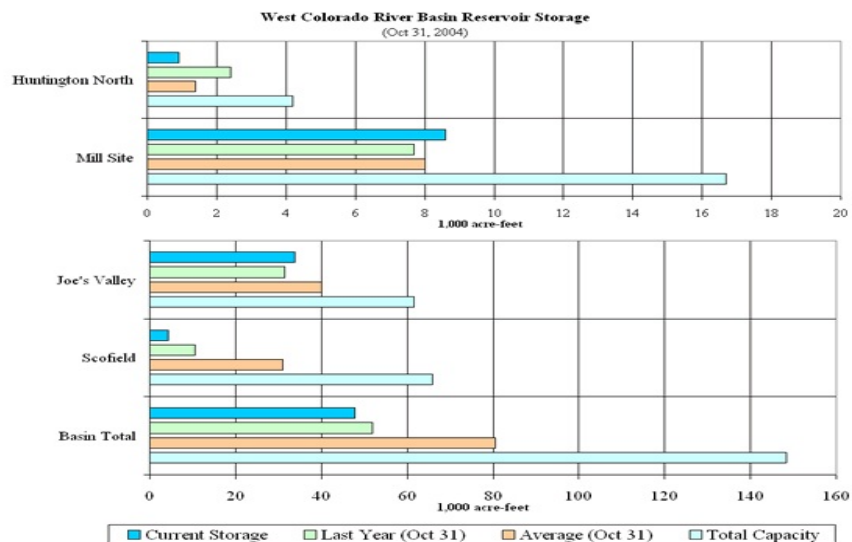
Secondary water systems and piping open canals are also high priorities, even within district cities and towns, because they contribute to water conservation and decrease pressure on culinary and treated water systems.

Maintenance and improvement of springs so that the water can be captured and piped to communities is critical given that dam projects have fallen out of favor due to the current environmental atmosphere.

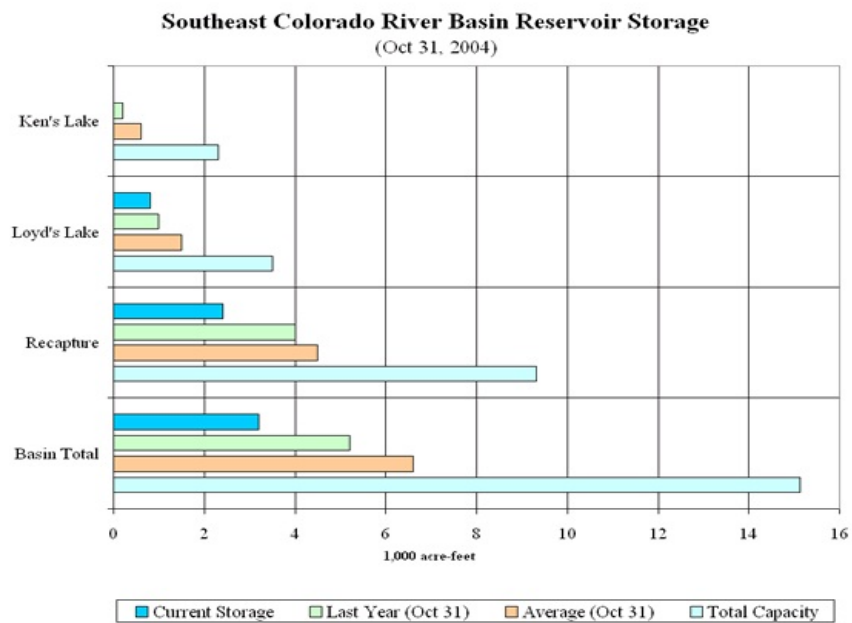
Although population growth throughout the southeast district is holding steady and not adding to the pressure on existing water resources at this time, the prolonged six-year drought has put local water entities under extreme pressure to provide a continued supply of water for residential and commercial use. Currently, the entire southeast district is in a Phase II drought situation and most of the district's small reservoirs are at less than half capacity.

Current district dam levels as compared to capacity.<sup>3</sup>

### Carbon and Emery Counties



### Grand and San Juan Counties



Tables CP4 & 5

<sup>3</sup> Source and graphs: Utah Division of Water Resources, Statewide Reservoir Storage Report

Most communities have instituted some kind of conservation measures and/or increased water rates to encourage residents to conserve. In general, increased water rates seem to be the best, most effective way to encourage reduced consumption.

Secondary water systems that provide water for yard irrigation and other non culinary use (irrigating schools, churches, industrial areas, etc.) are also high priorities. By supply secondary water to community residents and industry, less treated water is needed and costs are reduced.

### **Sewer, storm drainage and flood control projects:**

Several communities in each of the southeast district's counties have sewer and/or storm drainage projects highly ranked on their capital improvement lists. Also, because of the arid climate of southeast Utah, many communities were founded in the flood plain of local streams and rivers. In normal snowfall years, the spring runoff may become a problem, making flood control projects another high priority.

<b>Sewer and Waste Water Projects 2004 through 2008</b>				
	Carbon	Emery	Grand	San Juan
Sewer	3	8	2	5
Drainage/Flood	9		3	1
Planning/Engr.	2	1	1	1

Table CP6

Although water, waste water, and flood projects are an extremely high priority for all of the communities in this district, because of their cost and complexity, funds are usually sought from sources other than Housing and Urban Development programs. However, often the need is greatest in older communities that were developed before current clean water regulations and permitting requirements came into effect. These older communities are where most of the district's low-income residents live. When appropriate and possible (i.e., engineering or gap financing) to apply for HUD funding, these projects rate and rank very high.

### **Medical Services and Public Safety:**

In general, all four counties in the southeast district are underserved for both general medical and dental service providers and facilities. The counties in the southeast district have service deficiencies for both the number of providers and the number of

providers that will service Medicaid and other low-income patients with subsidized or no insurance.

<b>Health Professional Shortage Areas<sup>4</sup></b>				
	<b>Carbon</b>	<b>Emery</b>	<b>Grand</b>	<b>San Juan</b>
Underserved - Whole County		X	X	X
Underserved - Partial County	X			
Professional Medical Shortage - Low Income	X	X	X	X
Professional Mental Shortage - Low Income	X	X	X	X
Primary Care Shortage - Whole County		X		X
Primary Care Shortage - Low Income	X	X	X	X
Professional Dental Shortage - Low Income	X	X	X	X

Table CP7

Low-income shortages mean that medical professionals limit either the number of Medicaid and other publically insured patients they treat, or they don't accept such patients at all. This is an especially severe problem in the dental and mental health fields.

Because of the remoteness of many of the district's communities from medical service centers and the lack of public transportation, emergency and first-response service projects are critical public safety issues. These projects would include fire and ambulance/emergency response and medical services, hazardous material accident response, and search and rescue

### **ADA and Accessibility:**

District communities have, by and large, brought all their public facilities into compliance with the American With Disabilities Act. However, there are still many possible projects that would greatly enhance the ability of persons with disabilities to be self sufficient and fully participate in public life. These include urban cart and wheelchair paths between residential centers and public service and shopping areas, automatic door openers and other assisted or

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<sup>4</sup> Source: Utah Department of Health, Office of Primary Care and Rural Health

automatic access-ways to public buildings, including commercial entities, "visit-ability" enhancements (such automatic bathroom features) for public buildings, "smart" features to provide people with sensory disabilities safe, complete use of public facilities and amenities, etc.

### **Transportation Projects and Programs:**

One of the largest issues facing communities in the southeast district is the lack of public transportation. While district communities are small and it is possible for residents to walk or bike from one end of town to the other, often important services such as medical/dental care, mental health and social services, are only available at the county or even regional level. Also, employment opportunities, especially for low-skilled, low paid workers, who may have a difficult time affording private transportation, are often miles away from communities with the most affordable housing. While an adequate cost/benefit ratio for an urban style public transportation system probably cannot be applied to any of the southeast district communities or counties, programs or projects that provide more individualized service in cooperation with employment or other service provision could be a start to addressing the problem.

Addressing the issue of the high volume of traffic, especially commercial local and interstate truck traffic, on the district's two-lane highways is also a high priority. Besides the current inadequacies of the district's highways, continued economic development is discouraged because of the real and perceived problem of moving goods and materials to and from suppliers and market centers.

<b>Average Traffic Counts on S.E. District Highways<sup>5</sup></b>					
	1999	2000	2001	2002	2003
Hwy 6 - Utah/Carbon Co Line	6250	6207	6295	6690	6183
Hwy 6 at Woodside W. of Grn Rvr	4175	4245	4250	4520	4028
Hwy 10 - Emery/Carbon Co Line	5795	5730	9120	9560	4662
Hwy 10 - at Hwy 29 in Emery Co	6700	6633	5250	5505	5410
Hwy 191 - Moab southbound	17075	16320	16045	16700	16366
Hwy 191 - Grand/San Juan Co Line	9087	8550	8540	8835	8660
Hwy 191 - Monticello southbound	4550	4390	4355	4455	2930
Hwy 191 - Blanding southbound	6675	6440	7450	7800	7000

Table CP8

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<sup>5</sup> Source: Utah Department of Transportation, Program Development Division, Traffic Analysis Section



Truck traffic, especially on Highway 6 over Soldier Summit, Hwy 191 through Moab (Grand County), Monticello, and Blanding (San Juan County), and Hwy 10 from south of Emery Town to the power plant just south of Castle Dale (Emery County) is a special concern. Highway 6 is a winding, mountainous, two lane road and the other highways become Main Street where they enter the cities, causing safety concerns for local traffic and pedestrians.

### Planning Projects and Activities:

Planning continues to be a critical need for all communities in the southeast district. Except for a few of the larger communities, very few cities/counties in the district are able to fund planning or public administration positions.

Planners/Administrators in District Communities			
County/City	Urban Planner	Public Administrator	Building Inspector
<b>SEUALG</b>	No	No	Yes
<b>Carbon County</b>	No	No	Yes
Price City	No	Yes	Yes
Helper City	No	No	No
Wellington	No	Yes	No
East Carbon	No	No	No
Sunnyside	No	No	No
Scofield	No	No	No
<b>Emery County</b>	Yes	No	Yes
Elmo	No	No	No
Cleveland	No	No	No
Clawson	No	No	No
Huntington	No	No	No
Castle Dale	No	No	No
Ferron	No	No	No
Emery	No	No	No
Green River	No	No	No
<b>Grand County</b>	No	Yes	Yes
Moab	Yes	Yes	Yes
Castle Valley	No	No	No
<b>San Juan County</b>	Yes	Yes	Yes
Monticello*	No	Yes	Yes
Blanding*	No	Yes	No

Table CP9

\*Administrators also function as planner

Despite the stagnant growth during the last five years, communities in the southeast district face the same pressures to make responsible decisions about development and maintaining existing resources as areas dealing with issues of “quality growth.” Community leaders in the southeast district are charged with maintaining “small town” character and values, protecting the environment and open space, mitigating hazardous conditions, providing for efficient use of land and existing infrastructure, providing quality education opportunities, preserving historically valuable structures, allowing for housing affordable to all income levels, etc.

Most communities in the southeast district have trained, experienced volunteer planning and zoning committees. However, because of the lack of professional staff, district communities are at a disadvantage when dealing with zoning laws, signage ordinances, lighting ordinances, and housing code deficiencies, etc.

There is also need for better planning coordination between communities, between cities and counties, between counties, and between the Navajo Reservation, state and federal agencies and San Juan County. Cooperating on projects such as water, sewer, road, transportation, etc., on a regional basis can result in more efficient use of resources and funding, allowing for better community service.

Finally, it is critical that communities in the southeast district take a proactive involvement in the actions and decisions of federal and state land management and environmental agencies

Education: As enrollment in the southeast districts continues to be stagnant, maintaining adequate funding levels continues to be problematic.

School Enrollment <sup>6</sup>					
	2000	2001	2002	2003	% Change 00 -03
Carbon	4100	3911	3827	3622	-11.66%
Emery	2714	2508	2442	2434	-10.31%
Grand	1560	1494	1455	1474	-5.51%
San Juan	3146	3038	2978	2979	-5.60%

Table CP7

While class size is generally not a problem for schools in this district, dropping enrollment does make it difficult for schools to maintain acceptable per pupil expenditures and continue to offer diverse courses of study.

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<sup>6</sup> Source: Utah Department of Education, 2003 Demographics Report

## Community and Human Services Centers & Programs:

These facilities provide needed and critical services to district residents. Citizens in the southeast district enjoy an enhanced quality of life when they have access to the services available at these facilities.

Senior citizen centers provide meals-on-wheels programs to the district's significant frail and home bound elderly population. Senior citizen centers also provide socialization and recreation programs for more mobile seniors, along with congregate nutrition programs.

Programs operated through the Area Agency on Aging councils also provide senior companions, retired senior volunteers, and in-home services such as the Alternative, Care Giver Respite, and Medicaid Waiver programs. These programs help senior citizens maintain self sufficiency and avoid permanent placement in a nursing home.

The district's food banks provide emergency food assistance to seven thousand eight hundred low-income people every year, many of whom are low-income senior citizens or working poor. The food banks are also responsible for regular distribution of USDA commodities throughout the year. The three food banks located throughout the district also provide critical emergency assistance for medical care, rent assistance, car repairs, clothing purchases, etc., to income qualified individuals. District food banks also housing the offices of programs that provide emergency heat assistance payments.

District Food Bank Services				
	Carbon	Emery	Grand	San Juan
Food boxes per month	388	106	207	0
Emergency Assistance Pmts per Month	128	86	59	0

Table CP8

Traditionally, communities have donated space for food banks. However, these buildings rarely meet current health and safety regulations for food storage and handling, and don't provide the space to store large quantities of donated dry storage and frozen foods. Two such buildings have been replaced in the last five years but at least one additional building (in Emery County) is still needed.

Many small communities are too remote, especially for citizens without private transportation, to access and use programs operated at a county or regional level. Several of these communities have prioritized comprehensive community service facilities as a need.

One agency provides comprehensive services to people with disabilities throughout the district. These services range from classes on learning to perform daily functions and tasks and obtaining needed assistive devices, to increased socialization and recreation opportunities. These services allow district residents with disabilities to maintain or regain their ability to live independently. The establishment of two satellite centers is needed in the southeast district, along with expansion of the main center.

### **Parks and Recreation:**

Parks, sports and recreation facilities are extremely important to district communities. Because of the remoteness of most communities and the sparse population, commercial recreational opportunities are almost nonexistent. Community based sports teams also provide important recreational opportunities for district children and youth. Many recreation departments provide year-around activities, open to all residents and often free of charge to those who are income eligible.

Rodeo and fairgrounds, sports complexes & golf courses, arts and entertainment facilities, and museums etc., are also vitally important to the economic development of the district's communities. Besides providing recreational opportunities for residents, these facilities allow communities to offer functions and events that draw tourists from around the world, increasing business and government revenues and providing additional jobs.

<b>District Recreational Facilities</b>				
	Carbon	Emery	Grand	San Juan
Parks	5	6	3	3
Playgrounds	3	3	3	2
Swimming Pools	1	1	1	2
Fair/Rodeo Grounds	1	2	2	1
Golf Courses	1	3	1	1
Tournament Sports Fields	1	0	1	1
Skate/Bike Parks	1	0	1	1
Museums	2	3	1	1
Arts/Culture	3	0	2	1
Urban Trails	1	0	1	0

Table CP9

Maintenance of existing facilities is also a high priority. Ongoing

upgrades of playground equipment and sports fields improves function, increases use, and provides for public safety while decreasing public liability.

### **Sidewalk, Curb, Gutter and Miscellaneous Public Services:**

While cities in more urban areas of the state rarely consider sidewalk, curb and gutter project, s a priority nowadays, communities in the southeast district still do. Although most cities and counties in the southeast district now require these facilities for all new development, this is a fairly recent requirement and in most of the district's smaller towns, almost half of the residential areas do not have these amenities.

Besides the standard benefits of pedestrian and accessibility safety, traffic control, and storm water drainage, sidewalk, curb and gutter installations help to reduce slum and blight and contribute to the elimination of "broken windowpane" conditions in neighborhoods.

Planned Sidewalk, Curb and Gutter Projects				
	Carbon	Emery	Grand	San Juan
Planned Projects	12	9	6	9

Table CP10

District cities and towns are also beginning to give serious consideration to such projects as automatic utility and water metering, developing GIS systems to inventory and evaluate city infrastructure systems, replacing power, telephone, and cable poles with underground systems, along with general upgrades to municipal power distribution systems.

As with any projects involving installation or construction, ongoing maintenance and operation of sidewalks, power distribution and communication systems, GIS systems, etc. is a high priority.